GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

सत्यमेव जयते

REVISION

IN

THE PROGRAMME OF COMMUNITY DEVELOPMENT

1958

GOI

CD166/4
CD176/4

REVISION
IN
THE PROGRAMME OF COMMUNITY DEVELOPMENT

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No. 1(1)/Bd/58

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

Krishi Bhavan,
NEW DELHI, May 5, 1958

To,

The Development Commissioners of all State Governments and Union Territories (except N.E.F.A. and Naga Hills Tuensang Area).

SUBJECT :—*Revision in the Programme of Community Development.*

Sir,

Will you please refer to this Ministry's letter No. 1(1)/Bd/58, dated 3rd February, 1958, on this subject ? The revised programme of Community Development has been approved by National Development Council at its meeting held on 4-5-1958. A copy of the revised programme together with relevant Annexures is forwarded herewith.

2. The new arrangements take effect from 1st April, 1958. Accordingly, blocks of the following categories will be treated as Stage I blocks :

(*i*) blocks allotted *vide* this Ministry's letter No. 157/57/PRG.I, dated the 1st March, 1958,

(*ii*) NES blocks which were converted into CD blocks on the Ist April 1958, *vide* this Ministry's letter No. 15/58/PRG-I, dated 1st April, 1958 ; and

(*iii*) all blocks which were still in the NES stage on the 1st April, 1958.

All these blocks will be treated as stage I blocks with effect from the date of inauguration, with a ceiling of expenditure of Rs. 12 lakhs for the five year period.

3. As regards blocks which were CD blocks before the 1st April, 1958, they remain CD blocks under the existing budgetary pattern and are to complete their term of three years.

4. In pursuance of paragraph 11 of the approved programme, 150 blocks indicated in column 5 of Statement II to Annexure I will have a one year period of pre-extension activity in the field of Agriculture.

5. As regards post intensive blocks they should be treated as in Stage II and be allotted Rs. 1 lakh per year for the rest of the Second Plan.

Yours faithfully,
(*Sd.*) B. R. TANDAN,
Secretary to the Government of India.

NOTE INDICATING THE DECISION OF THE GOVERNMENT OF INDIA ON SECTION 3 OF VOLUME I OF THE REPORT OF THE STUDY TEAM FOR COMMUNITY DEVELOPMENT AND NATIONAL EXTENSION SERVICE APPOINTED BY THE COMMITTEE ON PLAN PROJECTS.

SECTION 3—*Methods of Work : Programme Planning.*

Recommendations—Serial No. 36-39
Paragraphs 3·7—3·12 *of the Report.*

These recommendations relate to the abolition of the distinction between the N.E.S. Stage, the Intensive Development Stage and the Post-Intensive Development Stage, and involve questions of policy.

2. The basic principle of the Community Development Programme is enunciated by the Planning Commission in the First Five Year Plan as follows :

"Community Development is the method and Rural Extension the agency through which the Five Year Plan seeks to initiate a process of transformation of the social and economic life of the villages."

In order to evolve a programme to give effect to this principle three distinguishable aspects should be recognised :

(1) Introduction of the National Extension Service as the permanent *agency* in the rural areas, with the Block as the unit for planning and development.

(2) Promotion of Community Development as the method for—

(*i*) achieving unity of thinking and action between all development agencies of Government, and between the official agency the people's agency and the people ;

(*ii*) transformation in the social and economic outlook of the people chiefly through village organisations *e.g.*, Panchayats, Co-operatives, Youth Clubs, Mahila Mandals etc.

(*iii*) intensive area development based on a multipurpose approach.

(3) A programme that consolidates and re-inforces the 'agency' and the 'method', and seeks to promote all aspects of rural life, such as will become the normal pattern of the welfare State in action.

3. If these three aspects are recognised, there is no need for any distinction between the N.E.S., Intensive and Post-Intensive Stages. An essential feature of the revised arrangement would be that at the Post-Intensive Stage, development departments should be required to make increased

C-D.176

block-wise allotment of funds in their charge, in order not only to maintain the tempo of progress but also to achieve progressively increased development in the areas. In regard to subjects which do not specifically fall within the charge of any single department, adequate funds should separately be made available.

4. In the Third Five Year Plan, it would be necessary to secure that for all blocks including the Post-Intensive Blocks, necessary funds will be provided by pooled blockwise allotments from departmental allocations and other sources. In short, the Third Five Year Plan should actually be built from block plans.

5. The Team has suggested that during the First Stage, the financial provision for a block should be Rs. 15 lakhs for a period of six years, and that during the Second Stage it should be Rs. 5·5 lakhs, again for a period of six years. This has been carefully considered and the Government of India feel that these stages should each be of *five* years' duration, in order to maintain the urgency and dynamism of the programme. Where, however, in specific cases, extension of the period of operation of Stage I is necessary, this should be freely given upto one more year.

6. As regards financial allotment, having regard to past experience of the rate of expenditure, it is felt that a provision should be made of Rs.12 lakhs for a five-year period in the First Stage, and Rs. 5 lakhs for the five-year period in the Second Stage.

7. The following objectives should be kept in view while formulating the programme and budget estimates for each block :

(*i*) In every block, from the very beginning, the block organisation and village organisation should be regarded as basic units for formulating and carrying out different programmes.

(*ii*) The foundations for the block development programme are the Village Panchayat, the Village Co-operative, and the Village School as well as a Statutory Body at the Block or District level to which full responsibility for planning and implementing the programme should be transferred. The aim should be to ensure that these institutions are established in the course of two or three years, and begin to function well before the end of the First Stage.

(*iii*) The programmes and activities of agencies included in the schematic budget, as well as of departmental agencies which may not form part of the schematic budget, should be fully integrated into the block development plan. No development activity for which any official agency is responsible, should fall outside the block plan.

(*iv*) As far as possible, those provisions should be included in the schematic budget, which are intended to attract local community participation in labour, money and other ways. Provisions other than these should, in principle, form part of developmental budgets to be used, according to the approved scheme of development, in the blocks.

8. Two stages in the programme, namely, Stage I and Stage II, have been proposed and are distinguishable. Stage I is the intensive development phase in which people's participation would be promoted as the method of Community Development, and Panchayats intimately connected with the formulation of plans for their respective areas. The degree of success attained in the First Stage will be the evidence of the growth and functioning of self-reliant rural communities, which is the basic obejctive of the programme. Accordingly, Stage II, which is the Post-Intensive phase, has been designed to intensify the operation of the method of Community Development in its fuller amplitude and the comparatively small schematic budget purports to make provision only for such items in which the emphasis is more on Community Development rather than on development programmes as such. It would follow from this pattern for Stage II that the programme in the blocks in Stage II should from the very beginning be entrusted to Statutory Bodies at the block or district level.

9. As regards re-phasing of the expansion programme, it may be mentioned that even in the existing approved programme, 1,000 N.E.S. Blocks really take effect from October, 1960, only six months before the commence ment of the Third Five Year Plan period. The Government of India are not wedded to any rigid idea that they must, at all costs (efficiency or no efficiency), cover the country during the Second Plan period, and have decided that complete coverage of the country by National Extension Service should be aimed to be achieved by October, 1963. This date, it will be recalled, will be ten years from the introduction of the country-wide N.E.S. Programme in October, 1953. In fact, this was the recommendation of the Grow More Food Enquiry Committee in 1952. Future allotment will be adjusted accordingly, within the overall ceiling of Rs. 200 crores for the Second Plan. An indication of future phasing, and financial implications is given in the attached statements (Annexure I). Annual plans will have to be worked out accordingly. The expenditure on the programme during 1958-59 should be adjusted within the allocations already approved by the Planning Commission for the year.

10. Schematic budgets for a Development Block during the First and Second Stages, together with a note indicating the salient features, thereof, are also attached (Annexure II).

11. *Pre-extension period for each block.*—It has been decided that in view of the renewed emphasis on agricultural production, each block allottable

from April, 1959, should have had a one-year period pre-extension activity exclusively in the field of agriculture. Provision should be made for this purpose for one Block Development Officer, one Agricultural Extension Officer and five fully-trained Gram Sevaks for each such block. This staff would be absorbed later in the staffing pattern for the block when it enters the First Stage. The estimated expenditure on this account is indicated in Annexure IV.

12. Some State Governments have stressed two points, rising out of staggering the programme. One is the public disappointment that is likely to be caused by the reduction of coverage in the Second Plan period. The second relates to the practical difficulty of a large number of Gram Sevaks who might be turned out from the training centres in 1958 and 1959, and be left unprovided on account of the reduced number of blocks.

As regards the first, the observations of the COPP's Study Team (reproduced below) are important and conclusive:

> "3·12. We realise that all these recommendations will eat into the total provision for community development in the Second Five Year Plan and we, therefore, recommend that the decision that the entire country should be covered with Intensive Development Blocks, N.E.S. Blocks or Post-Intensive Blocks within the Second Five Year Plan period, should be revised. It has been pointed out to us by many of the States that this is also necessary because of shortage of technical staff. We have noticed, too, that the supervisory staff is not in a position to exercise close supervision even over the existing blocks; such supervision is essential, especially in the earlier stages. For all these reasons, the attempt to cover the entire country with these development blocks within the plan period is unwise. We recommend that the period should be extended by at least three years. This will no doubt create a certain amount of disappointment in some areas but we have to bear in mind that community development is not achieved by a mere increase of the number of blocks; the increased number should be accompanied by effective work, and this is conditioned by various factors which have to be explained to the people."

As regards the second difficulty, State Governments may like to consider a solution on the following lines:

(*a*) As it has been decided to allow a pre-extension period of one year for each block, State Governments could take up the blocks allottable in 1959 one year earlier than their due dates for pre-extension work with a reduced staffing pattern. This will absorb a good number of Gram Sevaks.

(*b*) In most States there are a number of untrained or semi-trained Gram Sevaks. It is suggested that they should be sent to the Training Centres for completing their full training and replaced, in the meantime, by fully-trained Gram Sevaks.

(*c*) The existing blocks, many of which are reported to continue understaffed, may be fully manned. This should also take care of a substantial number of VLWs.

(*d*) The undesirable VLWs. in the existing blocks may be replaced by freshly-trained personnel, which is an action, perhaps, long overdue in many States.

ANNEXURES

ANNEXURE I—Comprising the following statements :

(*i*) Statement I, indicating the phasing of the programme.

(*ii*) Statement II, indicating phasing State-wise.

(*iii*) Statement III, showing the estimated expenditure on the Community Development and NES Programme during the Second Five Year Plan. This is a summary statement.

(*iv*) Statement IV, indicating estimated expenditure on Community Development and NES Blocks and Blocks in Stage I, during the Second Five Year Plan period.

(*v*) Statement V, indicating the basis of calculating the estimated expenditure shown in column 3 of Statement IV.

(*vi*) Statement VI, indicating estimated expenditure on Post-Intensive Blocks *i.e.* Blocks in Stage II @ Rs. 5 lakhs for 5 years on a *pro rata* basis.

ANNEXURE II—Schematic Budgets for a Development Block during the First & Second Stages, together with a note indicating the salient features thereof.

ANNEXURE III—Comparative statement, indicating the overall ceiling of expenditure on the CD & NES Programme for each State during the Second Plan period, as had been recommended by the Ministry of Community Development to the Planning Commission earlier on the basis of the orginally approved programme in the Pink Pamphlet, and the estimated expenditure on account of the revised programme as ascertained from State Governments.

ANNEXURE IV—Schematic Budget for the Pre-extension period.

ANNEXURE I

The Revised Programme in the Second Five Year Plan—Financial implications.

The overall financial implications of the revised programme are given in the attached statements. Some of the salient features in the calculations involved are as follows :—

1. 2,154 Blocks have been allotted so far. It is proposed to allot another 900 Blocks during the period of the Second Five Year Plan. The balance of 1900 Blocks will be allotted by October 1963, when the whole country will be covered. The suggested phasing of the annual Programme is indicated in Statement I.
2. For the existing N.E.S. Blocks, as well as for the Blocks that will be allotted in future, a provision of Rs. 12 lakhs per block for a five year period, has been assumed during the First Stage. During the Second Stage, a provision of Rs. 5 lakhs per Block for a five-year period has been assumed.
3. In the light of past experience, realistic rates of expenditure incurred in relation to *pro rata* targets (*vide* statement V) have been assumed in the calculations.
4. No alteration has been made in the schematic budgets in respect of the existing Community Development Blocks. After their prescribed period of operation of three years (or more, if this period is extended in particular cases) from the date of their conversion from N.E.S. Blocks to CD Blocks, they will become Post-Intensive Blocks (Stage II).

(Enclosure to Annexure I)

STATEMENT I

Future Phasing of the Programme.

April, 1958	200	
October, 1958	..	
April, 1959	150	
October, 1959	150	
April, 1960	200	
October, 1960	200	
April, 1961	250	Third Five Year Plan.
October, 1961	250	
April, 1962	300	
October, 1962	300	
April, 1963	400	
October, 1963	400	
TOTAL	2,800	
No. of Blocks allotted so far	2,154.	
GRAND TOTAL :—	4,954	or 5,000 (rounded).

Comparative effect of the original and revised phasing of the Programme (including the pre-extension period)

Date of Commencement	Original phasing	Revised phasing	No. of pre-extension blocks	Total (3+4)	Difference between Total in col. (5) and original phasing in col. (2)
1	2	3	4	5	6
April, 1958	325	200	150	350	25
October, 1958	375	..	150	150	—225
April, 1959	375	150	200	350	—25
October, 1959	450	150	200	350	—100
April, 1960	450	200	250	450	Nil
October, 1960	500	200	250	450	—50
Position as it will be on 31-3-1961 *i.e.* end of Second Plan period.	2,475	900	500	1,400	—1,075

Note—The above statement indicates the additional coverage by blocks, of one form or another, during each successive period of six months commencing from April 1958. The last line indicates the position as it will be on the 31st March 1961, *i.e.*, at the end of the Second Plan Period. The pre-extension blocks under column (4) in this line number only 500, as the earlier ones would have become stage I blocks, so that in terms of area coverage there will be in all 900 *plus* 500 *i.e.* 1,400 blocks on that date. This falls short of the original phasing by 1,075 blocks, but the point to be noted is that during each successive period of six months, any disappointment likely to be caused in the public mind on account of staggering would be considerably mitigated by the pre-extension programme.

(Enclosure to Annexure I)

STATEMENT II

(State wise)

Statement indicating the phasing of Blocks of the First Stage

State	Total No. of Blocks required* (tentative)	No. of Blocks already allotted upto end of 1957	Number of Blocks yet to be allotted in											No. of Blocks reserved by way of marginal adjustment in the Third Plan period
			April '58	April '59	Oct. '59	April '60	Oct. '60	April '61	Oct. '61	April '62	Oct. '62	April '63	Oct. '63	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1. Andhra Pradesh . . .	447	185	18	13	13	18	18	22	22	26	25	35	35	17
2. Assam (including new autonomous unit Naga Hills) . . .	162	62	6	5	5	6	6	7	7	9	9	12	12	16
3. Bihar	575	252	23	17	17	13	23	29	29	35	35	46	46	..
4. Bombay	649	237	27	21	21	27	27	34	34	41	41	55	55	29
5. Madhya Pradesh . . .	416	195	15	11	11	15	15	18	18	22	22	29	29	16
6. Madras	357	133	13	10	10	13	13	16	16	20	20	26	26	41
7. Orissa	307	122	12	9	9	12	12	16	16	18	18	25	25	13
8. Punjab	228	120	7	6	6	7	7	9	9	11	11	15	14	6
9. Uttar Pradesh	899	342	37	28	28	37	37	46	46	56	56	74	74	38

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
10. West Bengal	341	120	15	11	11	15	15	19	19	22	22	30	30	12
11. Kerala	142	64	5	4	4	5	5	7	7	8	8	10	11	4
12. Mysore	262	116	10	8	8	10	10	12	12	15	15	20	20	6
13. Rajasthan	225	102	8	6	6	8	8	10	10	12	12	17	17	9
14. Jammu & Kashmir . . .	52	45	..	..	..	..	..	1	1	1	1	1	1	1
15. Delhi	5	5	..	..	..	..	..	..	..	..	..	..	..	..
16. Himachal Pradesh . . .	34	24	1	..	1	1	1	1	1	1	1	1	1	..
17. Manipur	16	6	1	1	..	1	1	1	1	1	1	1	1	..
18. Tripura	15	6	1	..	..	1	1	1	1	1	1	1	1	..
19. N.E.F.A. (including that portion that has gone into the new autonomous unit Naga Hills)	24	14	1	..	..	1	1	1	1	1	1	1	1	1
20. Pondicherry	3	3	..	..	..	..	..	..	..	..	..	..	..	..
21. Andaman Nicobar Islands. .	5	1	..	..	..	..	..	..	..	..	1	1	1	1
TOTAL . .	5,164	2,154	200	150	150	200	200	250	250	300	300	400	400	210

*These figures are provisional and subject to marginal adjustments. The expectation is that the whole of rural India will be covered by about 5,000 blocks. The actual number of blocks already allotted plus the number of blocks yet to be allotted, as indicated in the above statement works out to 4,954 for the whole of the country, though the number as reported by States in col. 2 is 5,164. The actual difference, after final delimitation has been made, will be adjusted in the Third Plan Period.

(Enclosure to Annexure I)

STATEMENT III

Estimated expenditure on Community Development & National Extension Service Programme during Second Five Year Plan.

SUMMARY STATEMENT

	Expenditure (Rs. crores)	
1. Community Development & 1st Stage Blocks	191·91	(*vide* Statement IV)
2. Post-Intensive Blocks (II Stage)	22·75	(*vide* Statement VI)
3. Central Schemes (existing provision for training schemes & special schemes)	7·50	
4. Total expenditure during the Second Plan Period (1+2+3)	222·16	
5. Less 10% efficiency cut	22·22	
6. Net provision required in the Second Five Year Plan	199·94	or 200 (rounded)

NOTE.—These calculations are provisional, and subject to adjustments, but it is estimated that the overall expenditure during the Second Five Year Plan, will be within the approved ceiling of Rs. 200 crores.

(Enclosure to Annexure I)

STATEMENT IV

Statement indicating Estimated expenditure during the Second Five Year Plan.

	No. of Blocks	Period falling during Second Plan	Expenditure (in crores of Rs.)	
	1	2	3	
Blocks taken up in the First Five Year Plan				
1. 1952-53 & 1953-54 C.D. .	258	1 year .	9·54	Figures in col. 3 have been arrived at on the basis indicated in Statement V.
2. 1955-56 C.D. . . .	152	2 Years .	11·40	
3. 1956-57 C.D.—				
(a) April, 1956 Blocks . .	186	3 Years .	16·74	
(b) October, 1956 Blocks .	64	1/2 year N.E.S. +3 years C.D.	6·19	
4. 1957-58 C.D.—				
(a) April, 1957 Blocks . .	57	1 year N.E.S. +3 yerars C.D.	4·87	
(b) October, 1957 Blocks .	90	1½ years NES +3 years C.D.	8·30	
5. 1954-55 N.E.S. . . .	20	3½ years .	1·26	
6. 1955-56 N.E.S. . . .	187	4 years .	14·36	
Blocks taken up in the Second Five Year Plan				
7. Multipurpose Blocks . .	42	4 years . .	3·23	
8. 1956-57 N.E.S.—				
(a) April, 1956 . . .	184	5 years .	22·08	
(b) October, 1956 . .	311	4½ years .	30·23	
9. 1957-58 N.E.S.—				
(a) April, 19 . . .	334	4 years . .	25·65	
(b) October, 1957 . .	265	3½ years .	16·70	
10. 1958-59 Blocks, Stage I				
April, 1958 . . .	200	3 years . .	10·08	
11. 1959-60 Blocks, Stage I				
(a) April, 1959 . . .	150	2 years . .	4·32	
(b) October, 1959 . .	150	1½ years .	2·97	
12. 1960-61 Blocks, Stage I				
(a) April, 1960 . . .	200	1 year . .	2.40	
(b) October, 1960 . .	200	1/2 year .	0·96	
. .	3,050	. . .	191·28	
Add cost of Pre-Extension programme.			0·63	
TOTAL			191·91	

NOTE.—The existing assumption that one-fourth of the staff as per NES pattern already exists, and that the 'Committed expenditure' amounting to about Rs. 1 lakh for 3 years for a Block, could be met from sources outside the schematic budget, have been accepted by the COPP Team and taken into account in the above calculations.

(*Enclosure to Annexure I*)

STATEMENT V

Statement indicating the basis of calculating expenditure shown in column 3 of Statement IV.

Item 1. This indicates the actual expenditure incurred during 1956-57.

Item 2. 90 per cent of the *pro rata* expenditure for 2 years on the basis of Rs. 12½ lakhs for 3 years per block.

Item 3. (*a*) 90 per cent of the target expenditure on the basis of Rs. 10 lakhs for 3 years per block.

(*b*) 90 percent of the target expenditure on the basis of (*i*) Rs. 10 lakhs for 3 years per CD Block; and (*ii*) 3/4 lakh for 6 months (*pro rata* on basis of Rs. 4½ lakhs for 3 years) for one National Extension Service Block.

Item 4. (*a*) 90 per cent of the target expenditure on the basis of (*i*) Rs. 8 lakhs for 3 years per C.D. Block and (*ii*) Rs. 3/2 lakhs for 1 year (*pro rata* on basis of Rs. 4½ lakhs for 3 years) per National Extension Service Block.

(*b*) 90 percent of the target expenditure on the basis of (*i*) Rs. 8 lakhs for 3 years for CD Block and (*ii*) Rs. 9/4 lakhs for 1½ years (*prorata* on basis of Rs. 4½ lakhs for 3 years) per National Extension Service Block.

Item 7. 80 per cent of the *pro rata* target @ Rs. 12 lakhs per Multi-purpose Block for 5 years.

Items 5, 6 and 8 to 11. Calculations are based on a ceiling expenditure of Rs. 12 lakhs for a five-year period for a National Extension Service Block and for a Block in Stage I.

Estimated percentage of 'pro-rata' *target expenditure expected to be incurred in the Blocks in the First Stage :*

Period of operation of the Blocks falling during Second Plan	Percentage of 'pro rata' target expenditure expected to be incurred
1/2Year	40
1 year	50
1½ years	55
2 years	60
2½ years	65
3 years	70
3½ years	75
4 years	80
4½ years	90
5 years	100

(*Enclosure to Annexure I*)

STATEMENT VI

Statement indicating estimated expenditure on Post-Intensive Blocks (Second Stage) *@ Rs. 5 lakhs for 5 years on a* pro rate *basis*

Series	No. of Blocks	Period falling during Second Plan	Expenditure (Rs. crores)
1	2	3	4
1. 1952-53 and 1953-54	258	4 years	10·32
2. 1955-56 Community Development . .	152	3 years	4·56
3. 1956-57 Community Development			
(*a*) April, 1956 Blocks	186	2 years	3·72
(*b*) October, 1956 Blocks . . .	64	1½ years	0·96
4. 1957-58 Community Development			
(*a*) April, 1957 Blocks	57	1 year	0·57
(*b*) October, 1957 Blocks . . .	90	½ year	0·45
5. 1954-55 N.E.S.	20	1½ years	0·30
6. 1955-56 N.E.S.	187	1 year	1·87
		TOTAL	22·75

Annexure II

Schematic Budgets for a Development Block during the First and Second Stages

The salient features of these Schematic budgets are as follows :

(A) First Stage Budget:

The period of operation of a Block during the First Stage, and the ceiling for over-all expenditure during that stage are 5 years and Rs. 12 lakhs respectively instead of 6 years and Rs. 15 lakhs respectively as recommended by the COPP Team. The Schematic budget has been framed generally on the lines of the schematic pattern for a Community Development Block of the Second Plan period with the following modifications:—

(*i*) As dollar assistance is no longer available, columns 3 & 4 of the original Schematic budget have been deleted.

(*ii*) In accordance with the decision to provide one Jeep for each Development Block for the use of the Extension Staff, provision for 'Transport' has been reduced from Rs. 45,000/- on account of 3 Jeeps to Rs. 15,000/- .

(*iii*) The staffing pattern as shown in Annexure V to the COPP Team's Report (Vol. I) has generally been adopted with the following modifications:—

(*a*) Provision for the following additional staff has been made:—

1 Extension Officer for Panchayats @Rs. 200/- p.m.
1 S.E.O. (Woman) @Rs. 200/- p.m.
2 Gram Sevikas @ 100/- p.m. each.
1 Jeep driver *plus* maintenance charges of the Jeep @ Rs. 300/- p.m.

(*b*) Provision for only 10 Gram Sevaks per block as per existing pattern has been made in the light of the Central Committee's conclusion reproduced below :—

"*Section 5—Increase in the number of Gram Sevaks from 10-20 per block.*

After discussion, it was agreed that there should be no rigid requirement that every block must have 20 Village Level Workers. The number may have to vary according to requirements and conditions in blocks. State Governments should be requested to examine the administrative and financial aspects of such increase. Planning Minister, Bombay stated that there would not be sufficient work for the number of Village Level Workers proposed by the Team".

(*c*) The rates of pay of ministerial staff *viz.* Accountant-*cum*-Store-Keeper, Senior Clerk ꜀shier andT ypist have been adjusted to bring them on par with the rates generally in force in the States.

(*d*) Provision for T.A. and recurring expenditure on contingencies etc., has also been increased from Rs. 600/- p.m. as indicated by the COPP Team in the staffing pattern to Rs. 1000/-p.m. due to inclusion of additional staff in the staffing pattern and provision for some conveyance allowance to field workers.

On this basis the total expenditure on staff chargeable to block funds now works out to about Rs. 2·60 lakhs as against Rs. 2 lakhs provided in the existing Rs. 12 lakhs schematic budget of a CD Block, involving additional expenditure of Rs. 60,000/- After taking into account the reduction of Rs. 30,000/- in the non-loan provision under 'Transport', *vide* (*ii*) above, the net increase in the provision under the head 'Block Headquarters' comes to Rs. 30,000/-.

(*iv*) Provisions under certain programme heads have been revised in the light of past experience. The provision under 'Animal Husbandry and Agricultural Extension' and 'Rural Arts, Crafts and Industries' has been increased by Rs. 40,000/- and Rs. 15,000/- respectively, in view of the high priority accorded to productive schemes including increased agricultural production, in the Second Plan.

The increase in the provision under 'Block Headquarters', 'Animal Husbandry & Agricultural Extension' and 'Rural Arts, Crafts & Industries' amounting to Rs. 85,000/- referred to in (*iii*) & (*iv*) above is proposed to be met by suitable reduction in the provision under certain other heads namely 'Irrigation & Reclamation', 'Education' & 'Communications'. The revised provision under the latter heads thus stands at Rs. 3·40 lakhs, Rs. 60,000/- and Rs. 85,000/- as shown the schematic budget against the existing provision of Rs. 4·0 lakhs, Rs. 70,000/- and Rs. 1·0 lakh respectively.

(*B*) Second Stage budget:

The period of operation of a Block during the Second Stage and the ceiling for overall expenditure during that stage have been taken as 5 years and Rs. 5·00 lakhs respectively, instead of 6 years and Rs. 5·50 lakhs respectively, as recommended by the COPP/Team. The draft schematic budget has been framed generally on the basis of the schematic pattern shown in Annexure VI to the COPP Team's Report (Vol. I) with the following modifications :—

(*i*) Provision for staff has been increased from Rs. 50,000/- based on the staffing pattern indicated in Annexure V *ibid* to Rs.

70,000/-. The increase is mainly due to inclusion of the additional staff and other extra-expenditure referred to in (*A*) (*iii*) above which is also considered necessary during the Second Stage. Provision for T.A. and recurring expenditure on contingencies etc. has, however, been reduced from Rs. 1,000/- p.m., as shown in the staffing pattern for Stage I Block referred to in (*A*) (*ii*) (*d*) above to Rs. 900/-p.m. in view of the fact that a part of the staff employed during the First Stage such as Medical Officer, Sanitary Inspector and Lady Health Visitor etc. will be taken over by the Department concerned of the State Government, *vide* para. 3·11 of Section 3 of the Vol. I of the Report. In short, the staffing pattern in Stage II will be the *permanent* staffing pattern.

(*ii*) Additional provision of Rs. 15,000/- for 1 Jeep has been made in the schematic budget, as it is felt that the Jeep provided for the Block during the First Stage may not remain serviceable during the Second Stage.

(*iii*) The provision under the Head 'Animal Husbandry and Agricultural Extension' has been increased from Rs. 40,000/- to Rs. 50,000/- in view of the emphasis on increased agricultural production.

(*iv*) Additional provision of Rs. 30,000/- for Rural Housing has been made in the schematic budget.

(*v*) The reduction in the overall amount of the schematic budget from Rs. 5·50 lakhs to Rs. 5·0 lakhs as well as additional provision for (*a*) 'Personnel' and (*b*) 'Transport' under 'Block Headquarters' and for Rural Housing and the increased provision under 'Animal Husbandry and Agricultural Extension' as indicated above has necessitated some reduction in the provision under certain other heads namely 'Irrigation and Reclamation', 'Health and Rural Sanitation', 'Social Education' and 'Communications'. The provision under the latter heads, after necessary reduction thus stands at Rs. 85,000/-, 50,000/-, 50,000/- and 50,000/- as against Rs. 1 lakh, 75,000/-, 60,000/- and 1·25 lakhs respectively, recommended by the COPP Team. The reduction in the provision under these heads seems justified owing to the reduction of the period of operation of the block in the Second Stage from six years to five years.

(C) Pooling of expenditure on Staff in the blocks for the State as a whole

The following recommendation of the COPP Team regarding pooling of expenditure on staff in all the blocks *i.e.*, both Stage I and II

Blocks has been accepted, subject to the condition that the block staffing pattern other than V.L.Ws., will in no case be varied. The number of V.L.Ws. in a block may however vary according to actual requirements and local conditions.

" 18·2 The expenditure on the staff is not identical in any two blocks even though the staffing pattern might be. This is for the obvious reason that two members of the same cadre and holding similar posts might be drawing pay at different stages of the same pay-scale. In some blocks, the expenditure on the staff might be more than the schematic budgets and in som others less. We would, therefore, recommend that the provision for personnel in all the blocks in a State be treated as a pool out of which expenditure on the staff in each block should be met according to actual requirements, provided that the necessary complement of staff of all categories is maintained in each block, and that the formula for sharing the cost by the State and the Centre is not affected ". (Page 114 of Vol. I of Report).

SCHEMATIC BUDGET FOR A DEVELOPMENT BLOCK DURING THE FIRST STAGE WITH A CEILING OF RS. 12·00 LAKHS.

Estimated Expenditure on a Development Block for a period of five years.

(This budget is only intended as a guide and is to be adjusted according to local conditions).

(Figures in lakhs of Rs.)

Heads	Total	Recurring	Non-recurring	Loan	Other than loan
1	2	3	4	5	6
I. BLOCK HEADQUARTERS					
(a) Personnel (Details in Appendix I)	2·60	2·60	..	..	2·60
(b) Transport (1 Jeep)	0·15	..	0·15	..	0·15
(c) Office equipment, furniture etc.	0·15	..	0·15	..	0·15
(d) Project Office, Seed Store, Information Centre etc.	0·25	..	0·25	..	0·25
TOTAL	3·15 ✓	2·60	0·55	..	3·15
II.—AGRICULTURE AND ANIMAL HUSBANDRY—EXTENSION METHODS, AND DEMONSTRATION OF IMPROVED PRACTICES, INCLUDING EQUIPMENT.	0·50 ✓	..	0·50	..	0·50
III.—IRRIGATION } IV.—RECLAMATION (INCLUDING SOIL CONSERVATION, CONTOUR BUNDING ETC.)	3·40 ✓	..	3·40	3·00	0·40
V.—HEALTH AND RURAL SANITATION					
(1) (a) Dispensary—recurring expenditure	0·20	0·20	..	..	0·20
(b) Dispensary building	0·10	..	0·10	..	0·10
(c) Dispensary equipment	0·10	..	0·10	..	0·10
(2) Drinking water supply	0·50	..	0·50	..	0·50
(3) Drainage and Sanitation	0·25	..	0·25	..	0·25
TOTAL	1·15 ✓	0·20	0·95	..	1·15

1	2	3	4	5	6
VI. EDUCATION	0·60	0·15	0·45	..	0·60
VII. SOCIAL EDUCATION (INCLUDING AUDIO-VISUAL AIDS AND WOMEN, YOUTH AND CHILDREN'S PROGRAMME). . .	0·70	0·40	0·30	..	0·70
VIII. COMMUNICATIONS	0·85	..	0·85	..	0·85
IX. RURAL ARTS. CRAFTS AND INDUSTRIES	0·65	0·25	0·40	..	0·65
X. HOUSING FOR PROJECT STAFF AND RURAL HOUSING . .	1·00	..	1·00	1·00	..
GRAND TOTAL . . .	12·00	3·60	8·40	4·00	8·00

Analysis of Cost :—

(*i*) Cost of one Development Block . . . . Rs. 12·00 lakhs.

(*ii*) Share of Centre : 75% of Non-recurring non-loan expenditure, 50% of recurring expenditure plus Rs. 4·00 lakhs loan . . Rs. 9·10 lakhs.

(*iii*) Share of State Government . . . . Rs. 2·90 lakhs.

N.B.—For Programme Heads II to X please see explanatory note at Appendix II.

Appendix 4

Staffing Pattern for a Development Block during the First Stage

	Particulars of Staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
		Rs.	Rs.
1	Block Development Officer	300/-	18,000
8	Extension Officers *viz.*, 1 each for Agriculture, Animal Husbandry*, Cooperation, Panchayats, Rural Industries and Rural Engineering (Overseer), Social Education and Programme for Women and Children [The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce and Industry and State Governments on the basis of 50:50. The sanction to this post will be automatic, as part of the sanction for the entire staffing pattern, with the allotment of blocks].	200/- each	84,000
10	Gram Sevaks	100/- each	60,000
2	Gram Sevikas	100/- each	12,000
1	Progress Assistant	125/-	7,500
1	Accountant-*cum*-store keeper	150/-	9,000
1	Senior Clerk	125/-	7,500
1	Cashier	100/-	6,000
1	Typist	75/-	4,500
4	Class IV Servants	50/- each	12,000
2	Stockmen (Veterinary)	90/- each	10,800
2	Messengers (Veterinary)	50/- each	6,000
1	Medical Officer	300/-	18,000
1	Compounder	100/-	6,000
1	Sanitary Inspector	125/-	7,500
1	Lady Health Visitor	150/-	9,000
4	Midwives	90/- each	21,600
2	Sweepers	50/- each	6,000
	Maintenance of jeep, including pay of driver .	300/-	18,000
	T.A. and recurring expenditure on petrol, stationery, postage, contingencies etc. (including conveyance allowance for field workers) . .	1,000	60,000
	TOTAL .	..	3,83,400
	Deduct—cost of staff assumed to exist already @ Rs. 11,263/- per annum **	..	(—) 56,300
			3,27,100
	Less—committed expenditure on Staff on old NES pattern during the last 2 years of the First Stage of the Development Block, which is to be shared between the Centre and the States on 50 : 50 basis but is not to be treated as development expenditure (@ Rs. 1 lakh for 3 years)		(—)66,700
	Net expenditure chargeable to Block Budget . .		2,60,400
		SAY	2·60 lakhs

*The Animal Husbandry Extension Officer should be in addition to the veterinary doctor at the dispensary.

**The cost of staff assumed to exist works out to only about 19% of the cost of the staff on the permanent staffing pattern prescribed for the Second Stage as against 25 % of the cost of staff on the old NES staffing pattern.

APPENDIX II

Explanatory Note on programme heads II to X in the schematic budget for Stage I Block

II.—Agriculture and Animal Husbandry—Extension methods and demonstration of improved practices, including equipment.	Provision under this head is intended to promote the adoption of improved agricultural and animal husbandry practices. This should be implemented primarily through village institutions.
III.—Irrigation . . . . IV.—Reclamation	The loan povision of Rs. 3 lakhs under these heads could also be utilised for productive schemes connected with agriculture, including rural electrification.
V.—Health and Rural Sanitation . .	The provision under this head includes Rs. 50,000/- for drinking water supply and Rs. 25,000/- for drainage and sanitation. These provisions are to be spent through village Panchayats, and in each case there should be a steadily increasing measure of local contribution.
VI.—Education	The provision of Rs. 60,000/- under this head includes Rs. 45,000/- as a non-recurring grant which is used mainly for buildings. Buildings should receive smaller emphasis than heretofore and the funds provided for Education should be available for assisting village communities in improving the local school, and in helping it to fill a more creative role in the life of the Community. The village school should be developed as a centre of community activity.
VIII.—Communications . . .	In carrying out programme under this head what is important is that local communicational works should be part of the road plan for the block and the district, and the programme of metalling roads followed by the P.W.D. is linked with the communications programme undertaken with the participation of the people.
IX.—Rural Arts, Crafts and Industries .	Provision under this head is a nucleus provision, and should not be diverted to other heads. The intention is that, i fact, it should be supplemented by the resources of the Khadi and Village Industries Commission and other Boards under the Ministry of Commerce and Industry. The procurement and maintenance of tools for labour and Construction Co-operatives organised in each block should form an important programme under this head.

VI.—Education VII.—Social Education IX.—Rural Arts, Crafts and Industries.	The non-loan provisions under these heads include the following amounts making up a total of Rs. 40,000/- to be given as grant to State Social Welfare Boards for implementing the co-ordinated programme for women and children in the blocks selected for the purpose :— VI.—Education—Rs. 15,000/- for Balwadi (Creches and Pre-primary Schools). VII.—Social Education Rs. 10,000/-. IX.—Rural Arts, Crafts and Industries Rs. 15,000/-' As regards other blocks, a similar allocation upto a ceiling of Rs. 40,000/- should also be earmarked for implementing women and children's programme.
X.—Housing for Project Staff and Rural Housing.	Having regard to the increase in block staff the provision of Rs. 1 lakh may be fully utilised for the construction of staff quarters. Where, however, any savings are available for rural housing, they should be utilized for providing ancilliary services which would ultimately form the nucleus of rural housing in the block areas. The buildings constructed in blocks should fit in with the environment and be simple in design and execution. In place of the existing urban specifications which are applied to rural areas, new specifications should be devised for each region. But these need not be rigidly adhered to, local adaptations being made as necessary. It would, as a rule, be better that these constructions be undertaken by agencies other than the P.W.D., though the latter may be consulted and their advice taken to the extent necessary. Voluntary labour should be utilised wherever possible. Paid labour should be local to the maximum extent possible, and similarly local materials should be employed to the maximum extent. We may aim at buildings with a life of 15 to 20 years.

SCHEMATIC BUDGET FOR A DEVELOPMENT BLOCK DURING THE SECOND STAGE OF FIVE YEARS WITH ACEILLING OF RS. 5 LAKHS

(Figures in lakhs of rupees)

Heads	Total	Recurring	Non-recurring	Loan	Other than—loan
1	2	3	4	5	6
I. BLOCK HEADQUARTERS					
(*a*) Personnel (Details in Appendix I)	0·70	0·70	..	..	0·70
(*b*) Transport (1 Jeep)	0·15	..	0·15	..	0·15
TOTAL	0·85	0·70	0·15	..	0·85
II. Animal Husbandry and Agricultural Extension	0·50	..	0·50	..	0·50
III. Irrigation IV. Reclamation	0·85	..	0·85	0·75	0·10
V. Health and Rural Sanitation	0·50	..	0·50	..	0·50
VI. Education	0·50	..	0·50	..	0·50
VII. Social Education (including Audio-Visual Aids)	0·50	0·35	0·15	..	0·50
VIII. Communications	0·50	..	0·50	..	0·50
IX. Rural Arts, Crafts and Industries	0·50	0·10	0·40	..	0·50
X. Rural Housing	0·30	..	0·30	0·30	..
GRAND TOTAL	5·00	1·15	3·85	1·05	3·95

Analysis of Cost :—

(*i*) Cost of one Second Stage Block for 5 years . . . . Rs. 5 lakhs.

(*ii*) Share of Centre : 50 % of recurring expenditure
75% of non-recurring expenditure and 100% of loans . . . . . Rs. 3·73 lakhs.

(*iii*) Share of State Government : 50% of recurring expenditure and 25% of non-recurring expenditure . . . . Rs. 1·27 lakhs.

N.B.—For Programme Heads III, IV, VI VII, IX and X please see explanatory note at Appendix II.

APPENDIX I

Staffing Pattern for a Development Block during the Second Stage

Particulars of staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
	Rs.	Rs.
1 Block Development Officer	300	18,000
8 Extension Officers *viz.* 1 each for Agriculture, Animal Husbandry,* Cooperation, Panchayats, Rural Industries and Rural Engineering (Overseer), Social Education, and Programme for Women and Children	200 each	84,000
[The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce & Industry and State Governments on the basis of 50 : 50. The sanction to this post will be automatic as part of the sanction for the entire staffing pattern, with the allotment of a block]		
10 Gram Sevaks	100 each	60,000
2 Gram Sevikas	100 each	12,000
1 Progress Assistant	125	7,500
1 Accountant-*cum*-Store-keeper	150	9,000
1 Senior Clerk	125	7,500
1 Cashier	100	6,000
1 Typist	75	4,500
4 Class IV Servants	50 each	12,000
Maintenance of Jeep including pay of driver	300	18,000
T.A. & recurring expenditure on petrol, stationery, postage, contingencies etc., (including conveyance allowance for field workers)	900	54,000
TOTAL . .		2,92,500
Deduct cost of staff assumed to exist already at the rate of Rs. 11,263 per annum **.		(—) 56,300
		2,36,200
Less committed expenditure on staff on old NES pattern during the entire period of the Second Stage of the Development Blocks which is to be shared between the Centre and the States on 50 : 50 basis but is not to be treated as development expenditure (@Rs. 1 lakh for 3 years)		(—)1,66,700
Net expenditure chargeable to Block Budget		69,500
Say . . .		70,000

*The Animal Husbandry Extension Officer should be in addition to the veterinary doctor at the dispensary.

**The cost of the staff assumed to exist works out to only about 19 % of the cost of the staff on the permanent staffing pattern for the Second Stage shown above as against 25 % of the cost of staff on old NES pattern.

Appendix II

Explanatory Note on Programme Heads II to X in the Schematic Budget for Stage II Blocks.

The same explanatory note as for Stage I Budget is applicable, subject to the following modifications :—

VI — Education . . . . . VII — Social Education . . IX — Rural Arts, Crafts & Industries .	An allocation upto a ceiling of Rs. 20,000/- may be earmarked out of the provision under these heads as detailed below for implementation of women and children's programme in each block :— VI—Education—Rs. 7,500/- for balwadi (Creches & pre-primary schools). VII—Social Education— Rs. 5,000/-. IX—Rural Arts, Crafts & Industries Rs. 7,500/-.
X — Rural Housing	Buildings should be simple in design and execution and fit in with local environment. Local labour and material should be utilised to the maximum extent.

Annexure III

Comparative Statement indicating over-all ceiling of expenditure on CD & NES Programme for each State during the Second Plan period as had been recommended by the Ministry of Community Development to the Planning Commission earlier on the basis of the approved programme in the Pink Pamphlet and the estimated expenditure on account of the revised programme as ascertained from State Governments.

(Fig. in lakhs of Rs.)

Sl. No.	Name of the State	As in the Pink Pamphlet (after allowing for efficiency cut @ 8·5%)	As furnished by the State Governments according to revised phasing (after allowing for efficiency cut @10%)	As checked and amended by the Ministry of Community Development (after allowing for efficiency cut @10%)	Remarks
1	2	3	4	5	6
1	Andhra Pradesh .	1710·13	2442·94@	1711·67	**Including new Autonomous Unit Naga Hills.
2	Assam** .	616·33	606·22	607·81	
3	Bihar . . .	2145·03	2017·00	2184·05	
4	Bombay .	2407·63	1999·48	2007·15*	*These figures have been worked out by the Ministry of Community Development, as the State Govts. have not yet furnished the requisite information.
5	Kerala . . .	494·17	561·06	562·65	
6	Madhya Pradesh .	1690·38	1805·99*	1805·58	
7	Madras . . .	1197·11	1367·72	1174·54	
8	Mysore . . .	884·54	1002·94*	1002·66	
9	Orissa . . .	1047·18	1365·52	1097·59	@This figure has not been worked out by the State Govt. on the basis indicated by the Ministry of Community Development.
10	Punjab . .	915·89	990·39	992·41	
11	Rajasthan .	876·70	997·57	999·83	
12	Uttar Pradesh .	3311·64	3311·64	3143·85	
13	West Bengal .	1276·10	1265·54	1269·83	
14	Jammu & Kashmir	367·56	325·10*	325·10	
15	Delhi . . .	30·69	38·23	38·23	
16	Himachal Pradesh	149·19	146·99	146·96	
17	Manipur . .	57·86	50·50	50·73	
18	Tripura .	55·82	67·47	58·16	
19	A. & N. Islands .	11·59	12·24	6·91	
20	Pondicherry .	23·72	23·33	23·33	
21	N.E.F.A.** .	54·46	55·79	55·76	
	Total .	19323·72	20453·66	19264·80	

SAY	193·24 crores	204·54 crores	192·65 crores
Central Schemes	6.87 crores (after allowing for efficiency cut at 8·5%)	6·75 crores (after allowing for efficiency cut at 10%)	6·75 crores after allowing for efficiency cut at 10%)
GRAND TOTAL:—	200.11 crores	211·29 crores	199·40 crores
SAY	200 crores	211 crores	200 crores

ANNEXURE IV

Schematic Budget for the Pre-extension period for each-Block for one year.

		Estimated Cost Rs.
I.	*Personnel :*	
	One Block Development Officer @Rs. 300/- p.m.	3,600
	One Agricultural Extension Officer @ Rs. 200/- p.m.	2,400
	Five Gram Sevaks @ Rs. 100/- p.m.	6,000
	One office clerk-typist @ Rs. 75/- p.m.	900
	One class IV servant @ Rs. 50/- P.M.	600
	Office furniture & fitting including one type-writer	1,500
	Rent for office @ 50/- p.m.	600
	T.A. for staff and contingencies @ Rs. 100/- p.m.	1,200
II.	Lump-sum provision for Agricultural demonstrations etc.	2,000
	TOTAL	18,800

As the amount involved is small, it should be met from the Block budget itself, in the same manner in which preliminary expenditure up to a ceiling of Rs. 10,000/- per block was met in respect of NES Blocks which were allotted from time to time. In view of the increased provision of Rs. 2·6 lakhs for 'Personnel' and Rs. 50,000/- for 'Agriculture', this should be easily possible.

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307